



MEMORANDUM

Agenda Item No. 11(B) 1

TO: Honorable Chairperson and Members
Board of County Commissioners

DATE: July 8, 2003

FROM: George M. Burgess
County Manager

SUBJECT: Manager's Report Regarding
Potential Reunification of
Miami-Dade Police and
Corrections

This Manager's Report is in response to a request by Commissioner Joe A. Martinez to prepare a report that depicts a consolidation of functions at the Miami-Dade County Department of Corrections and Rehabilitation. An analysis by the Office of Management and Budget (OMB) has found that in order to realize the desired efficiencies, a reunification of the historical link between Corrections and the Miami-Dade Police Department, along with the joining the Juvenile Assessment Center to Corrections as one unit of a new Department of Public Safety, should be explored.

In response to Commissioner Martinez' request, OMB first looked at potential savings associated with the consolidation of administrative functions only between the three departments (Police, Corrections and the Juvenile Assessment Center). OMB reports that such a consolidation of administrative functions only could result in savings of \$571,000, but those savings would be dependent upon the relocation of personnel to realize efficiencies, which would result in significant costs, thus negating some of the potential benefits. (A spreadsheet showing potential savings is attached.) Relocation would also be necessary for the more extensive action described below, but the considerably larger savings could better justify the associated costs.

Reunification of Miami-Dade Police and Corrections: A Preliminary Feasibility Report

Summary

For most of Miami-Dade County's history, law enforcement and corrections functions existed within one Department of Public Safety, which also encompassed several other functions that were unrelated to criminal justice. Today, Miami-Dade is one of the only counties in the state to maintain separate police and corrections departments. Reunifying the Miami-Dade Police Department (MDPD) and the Miami-Dade County Department of Corrections and Rehabilitation (MDCR) would bring the County in line with most of its counterparts and, in doing so, would save taxpayer dollars by realizing certain synergies between the departments. Most of the savings could help address budget challenges facing both departments, while the other part saved on administration could be spent at the street level, addressing needs and improving conditions for officers within both departments.

History

From the formation of Dade County in 1836 until 1973, all public safety functions – including police and corrections as well as fire protection, motor vehicle inspections and other functions not generally associated with police departments today – were part of what was, for many years, known as the Department of Public Safety. In 1973, leaders decided to let the Department concentrate solely on police functions, narrowly defined. They removed all non-core, non-criminal justice functions from the

department's purview (in line with common practice), but they also removed corrections and rehabilitation functions, which generally do exist within sheriff's offices (MDPD's counterparts) throughout the state. Today, among Florida's 67 counties, Miami-Dade is almost alone in the state in its maintenance of two separate entities charged, respectively, with police and corrections functions.

Common Practice Throughout Florida

Previous preliminary discussions about the possible reunification of MDPD and MDCR have apparently raised concerns that the potential benefits of such a move could be negated because of an upward wage drift for corrections officers, who – the concerns presume – would demand and receive parity with law enforcement officers, particularly since both are represented in collective bargaining by the same organization, the Dade County Police Benevolent Association. Yet evidence suggests otherwise. Florida's three other counties with more than a million people all have unified police and corrections departments, and two of the three maintain separate wage scales for police and corrections officers (see table below). The most comparable to Miami-Dade is Broward County, Florida's second most populous county behind Miami-Dade. Significantly, like Miami-Dade – but unlike most counties – Broward's law enforcement and corrections deputies are covered by collective bargaining. And also as in Miami-Dade, the same union (the Broward County Police Benevolent Association) represents both groups, with a similar (though slightly smaller) wage differential between the two groups:

Counties with pop. of more than 1 million*	Collective bargaining?	Corrections officer starting salary	Police officer starting salary
Miami-Dade	Yes	\$25,990	\$31,263
Broward	Yes	\$30,243	\$35,858
Palm Beach	No	\$32,952	\$32,952
Hillsborough	No	\$31,449	\$35,795

*U.S. Census Bureau 2002 estimates

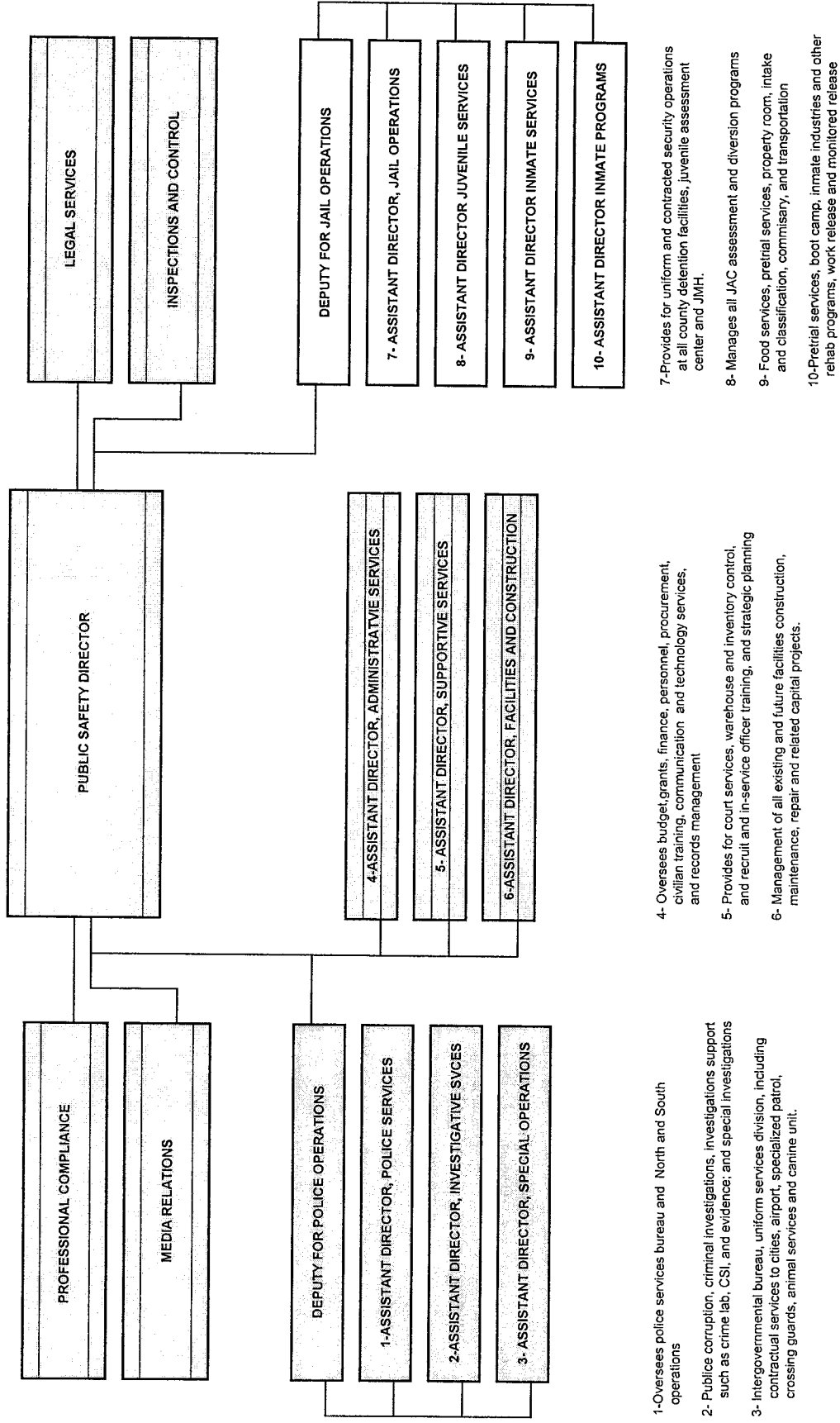
Organizational structures vary among the other agencies, but most have administrative, law enforcement and corrections/detention units within the single entity. The Broward Sheriff's Office, for example, is divided into 1) Administrative Offices, 2) the Department of Law Enforcement and 3) the Department of Detention and Community Control. A table of organization for the Palm Beach County Sheriffs Office, typical of those found throughout the state, is included.

Within Miami-Dade County's structure, a Department of Public Safety or similarly named entity would likely house an Administrative Division, a Police Operations Division and a Jail Operations Division. The Juvenile Assessment Center (JAC) would become a unit of the Jail Operations Division. The police and corrections divisions would be able to share "back office" and support functions, and those resources could easily be shifted and reallocated between the divisions as necessary to more efficiently serve both. Other opportunities to realize efficiencies would undoubtedly present themselves through the budgeting process, with an analyst working with the director on a single Public Safety budget. A proposed table of organization is attached, along with a list of positions that could be consolidated. **The list was developed with knowledge of administrative DROP participants in mind, and the reductions could be achieved almost entirely through attrition.** First year savings could total \$3,587,000; savings in subsequent years could be higher as functions that cannot logistically be combined immediately are gradually integrated.

The combined Department of Public Safety's workforce of 7,279 would be roughly proportional to other agencies based on their respective counties' populations. The Broward Sheriff's Office, for example, serves a population that is about 70 percent of Miami-Dade's with a workforce of 5,400 employees.

This report is largely a budgetary analysis, and the affected departments would need to be consulted to ensure that actions appearing sensible from a budgetary and organizational standpoint are, in fact, desirable. Undoubtedly, certain challenges would arise, from a level of uncertainty that accompanies any integration of two entities to the fact that MDCR is a countywide function while MDPD serves only UMSA and contracted municipalities. The budget would have to ensure that residents of municipalities are not subsidizing police functions which they do not receive or, conversely, that UMSA residents are not overpaying for corrections functions. But almost all Florida counties have both unincorporated and municipal areas, and almost all have presumably managed to address these issues. Miami-Dade County would have the benefit of learning from both the best practices – as well as the mistakes – of other counties as it seeks to implement a reunification that would be amenable to its residents as well as and MDPD and MDCR employees.

Attachments



Public Safety Department

OFFICE OF THE DIRECTOR

Current Exempt Staff

Director, Miami Dade Police Department
 Director, Corrections and Rehabilitation
 Director Juvenile Assessment Ctr
 Deputy Director, Corrections (2)
 Police Assistant Director (3)
 Corrections Assistant Director (4)
 JAC Assistant Director (2)
 Police Division Chiefs (8)
 Corrections Operations related Div Chiefs (4)

 Corrections Support related Division Chiefs (3)
 Corrections Admin/Fiscal/HR Div Ch (2)
 Police Division Chiefs operations (3)
 Police Division Chiefs investigative (2)
 Police Division Chiefs admin (1)
 Police Division Chiefs support (1)
 Corrections Adm/SuppBurComs(10)

 Corrections Ops Bureau Coms (5)
 Police Sr Bureau Commanders (4)
 Police Bureau Commanders (8)

Proposed Exempt Staff

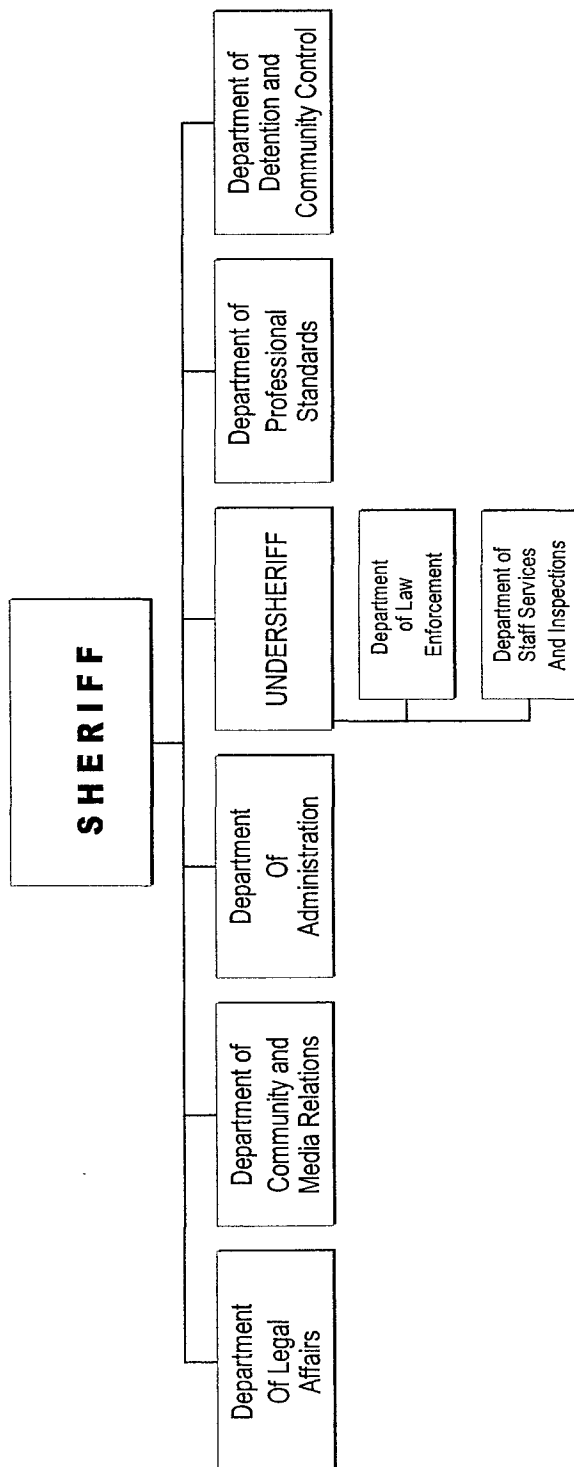
Director, Public Safety Department
 Deputy Director, Police Services
 Deputy Director, Corrections
 Assistant Director, Police Services
 Asst Director, Jail Operations
 Asst Director, Juvenile Svcs
 Asst Director, Facilities and Constr
 Asst Director, Administration
 Asst Director, Supportive Services
 Asst Director, Investigative Services
 Asst Dir, Inmate Services
 AsstmDir, Inmate Programs
 Corrections Ops related Div Chiefs (3)
 Police Division Chiefs operations (3)
 JAC Ops Division Chief (1)
 JAC Programs Div Chief (1)
 Admin/Fisc Div Chief (2)
 Support Div Chief (1)
 Investigative Div Chief (2)
 Police Division Chiefs (3)
 Senior Bur Comm (5)
 Corrections Bureau Comm (5)
 Bureau Comm (10)

Proposed Reductions (developed with knowledge of DROP participants in mind and to be achieved almost entirely through attrition)

		MDPD	CORRECTIONS	JAC		
4698	DIR, CORR & REHAB		1		1	-1
9989	DIRECTOR, JAC			1	1	-1
						246000
						168000
4684	Reduce 2 Directors-1 remains 2 Deputies remain ASST DIR	414000				
			1		1	-160000
	Add 1 Asst Director Will have 10	-160000				
4287	POLICE DIV CHF	8			8	-8
	Reduce 8 Division Chiefs; leaves 16	1240000				1240000
4635	COMM C & R BUD GRANT		1		1	-2
4638	COMM C & R PROP MGT		1		1	-2
4626	COMM C & R MGT SYS B		1		1	-2
4616	COMM C&R PERS BUREAU		1		1	-1
						212000
						176000
						232000
						108000
	Reduce 7 Bureau Commanders; leaves 20	728000				
4612	C & R AFF ACTION ADM		1		1	-1
4613	C&R PUB AFFAIRS MGR		1		1	-1
						28000
						106000
	Reduce 2 other staff positions	134000				
0021	OSS2	39	14	6	59	-1
0094	ADMIN. SECRETARY	46	34	1	81	-5
0096	SR. EXEC. SECRETARY	1	1		2	-1
						35000
						285000
						75000
	Reduce 8 Staff secretaries (continued on next page)	395000				



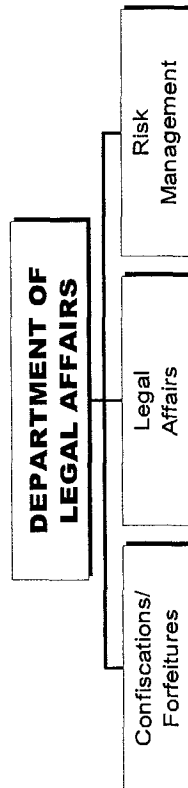
Policy & Procedures



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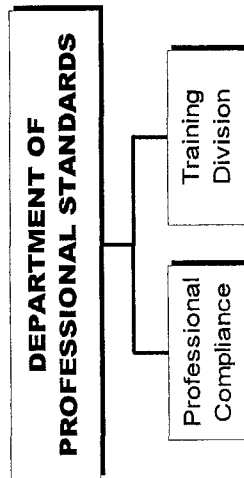


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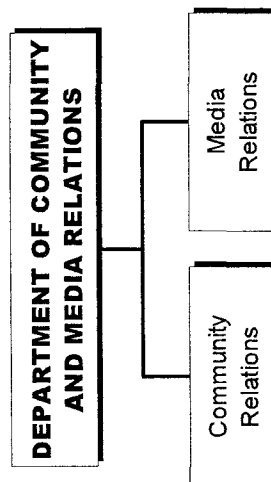


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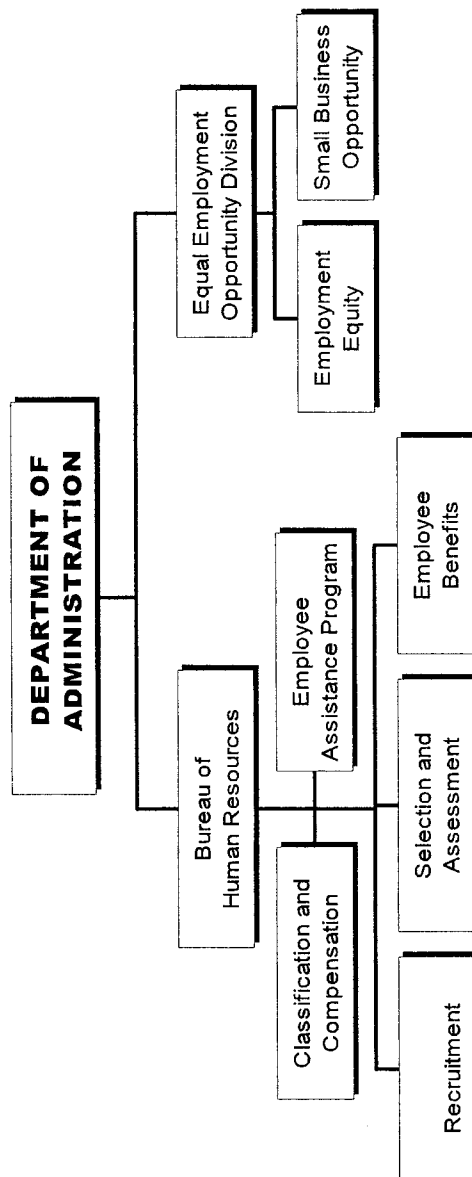


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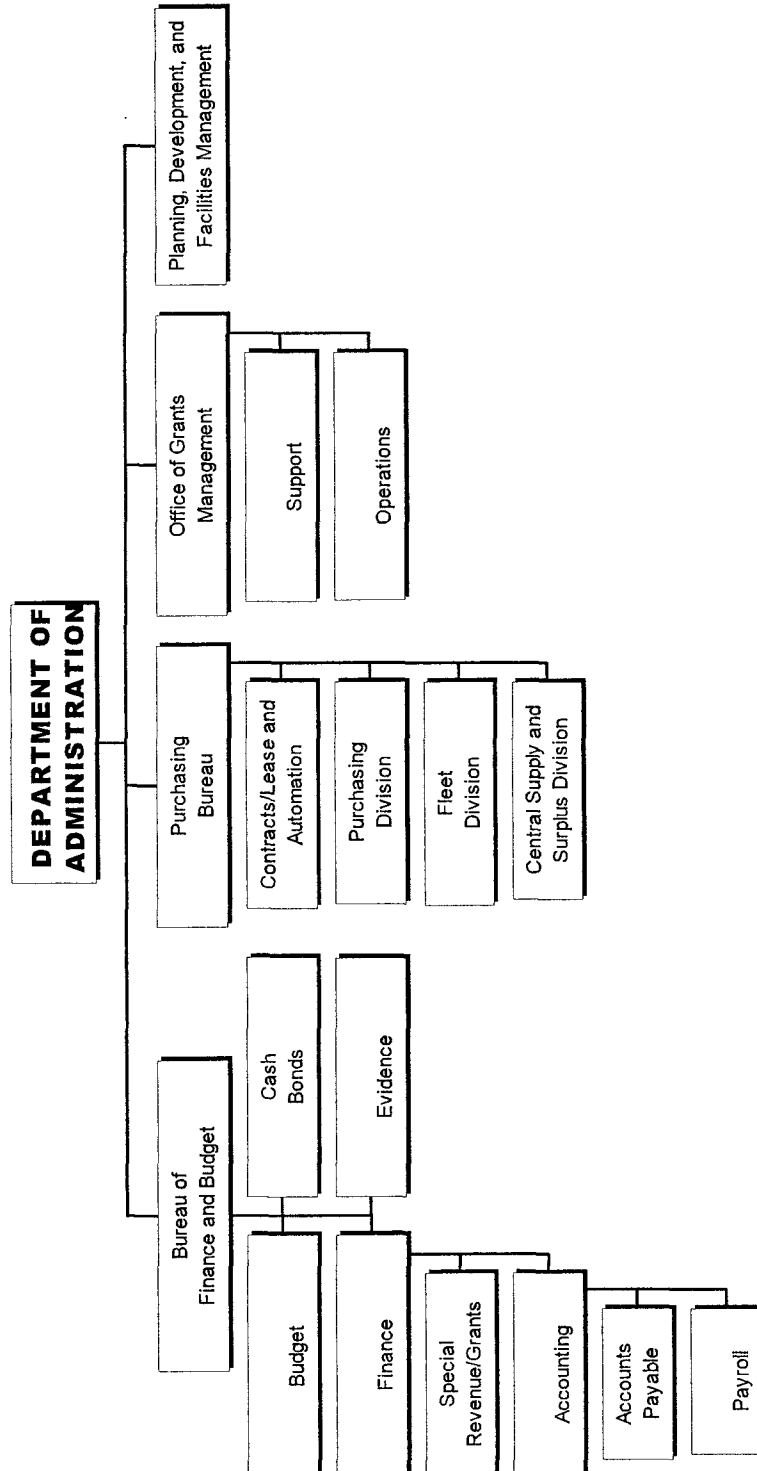


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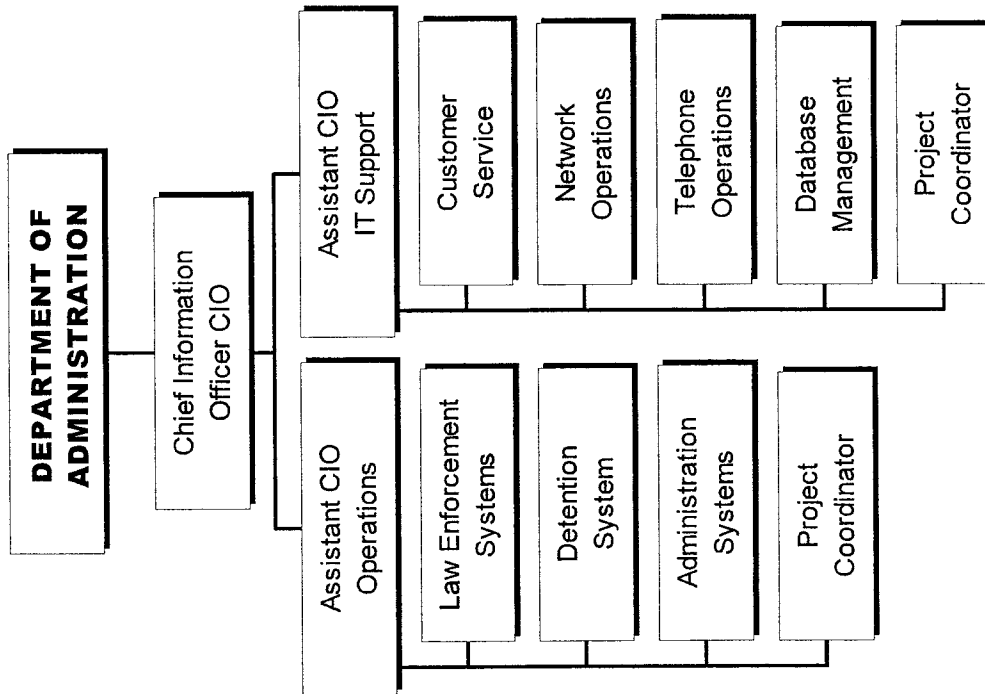


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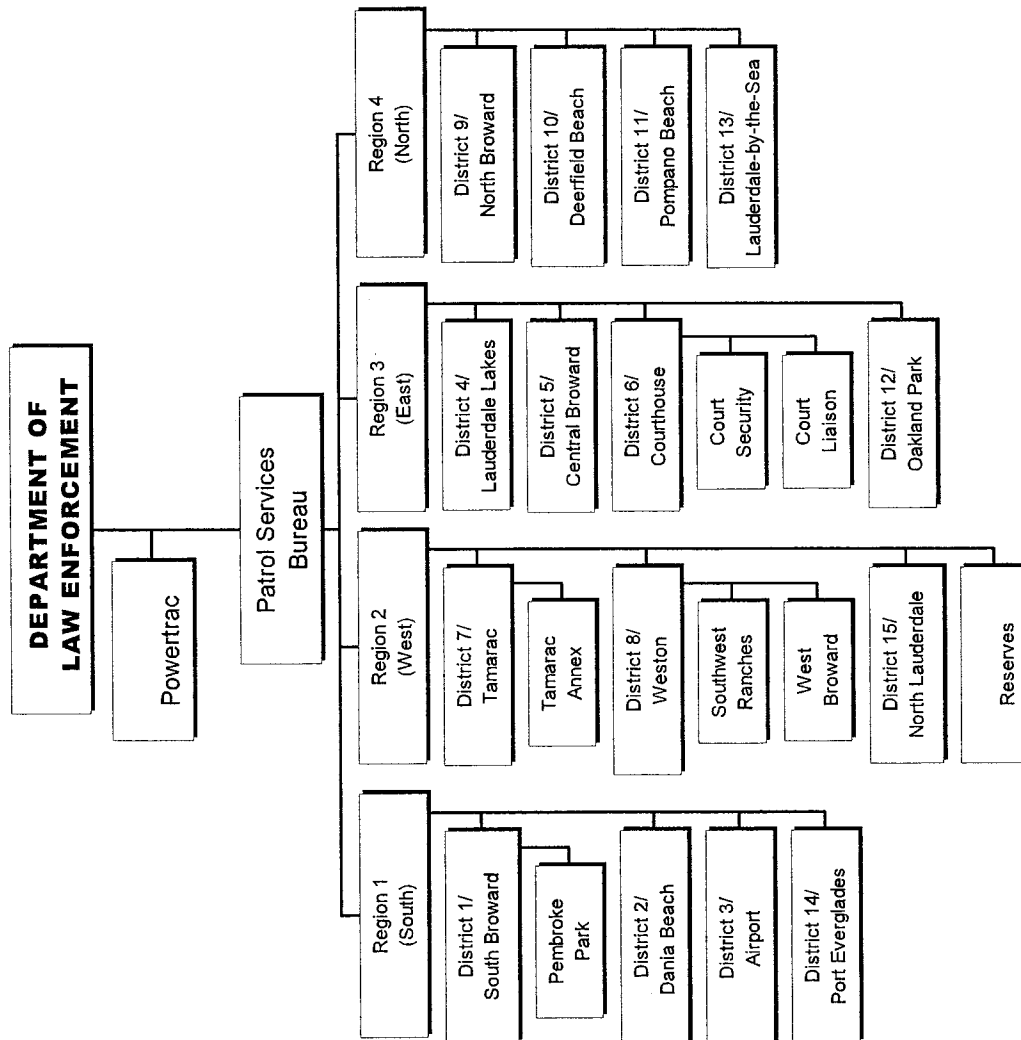


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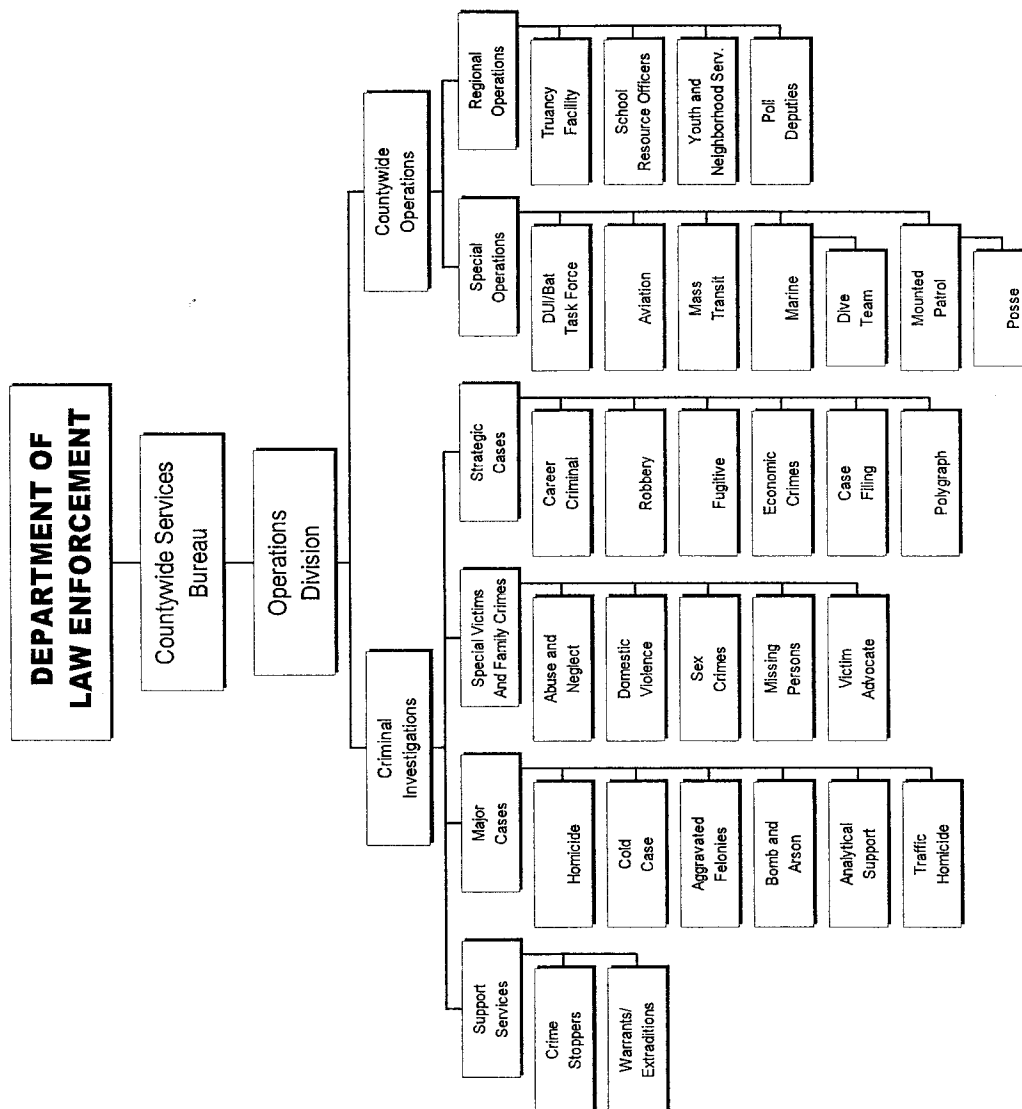


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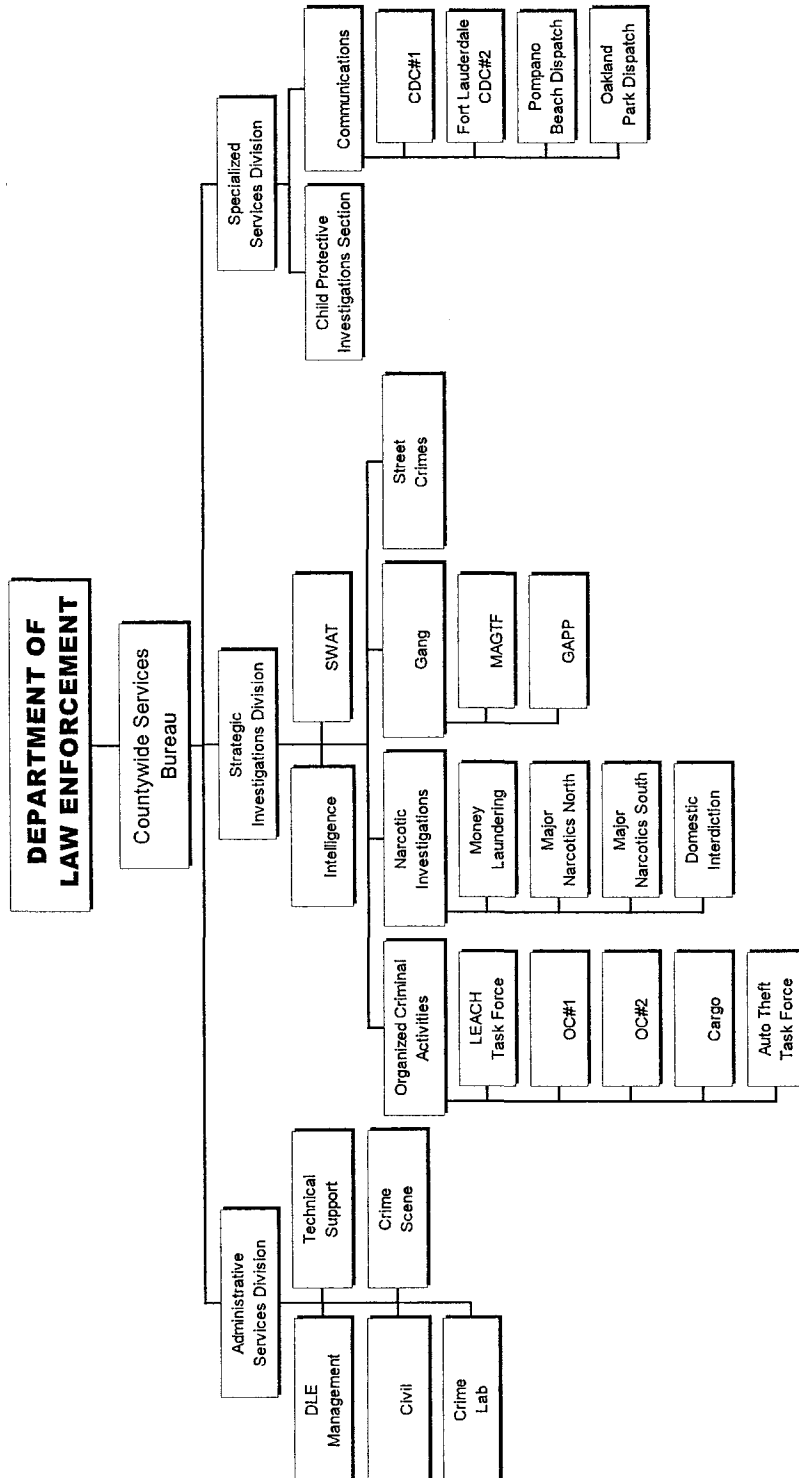


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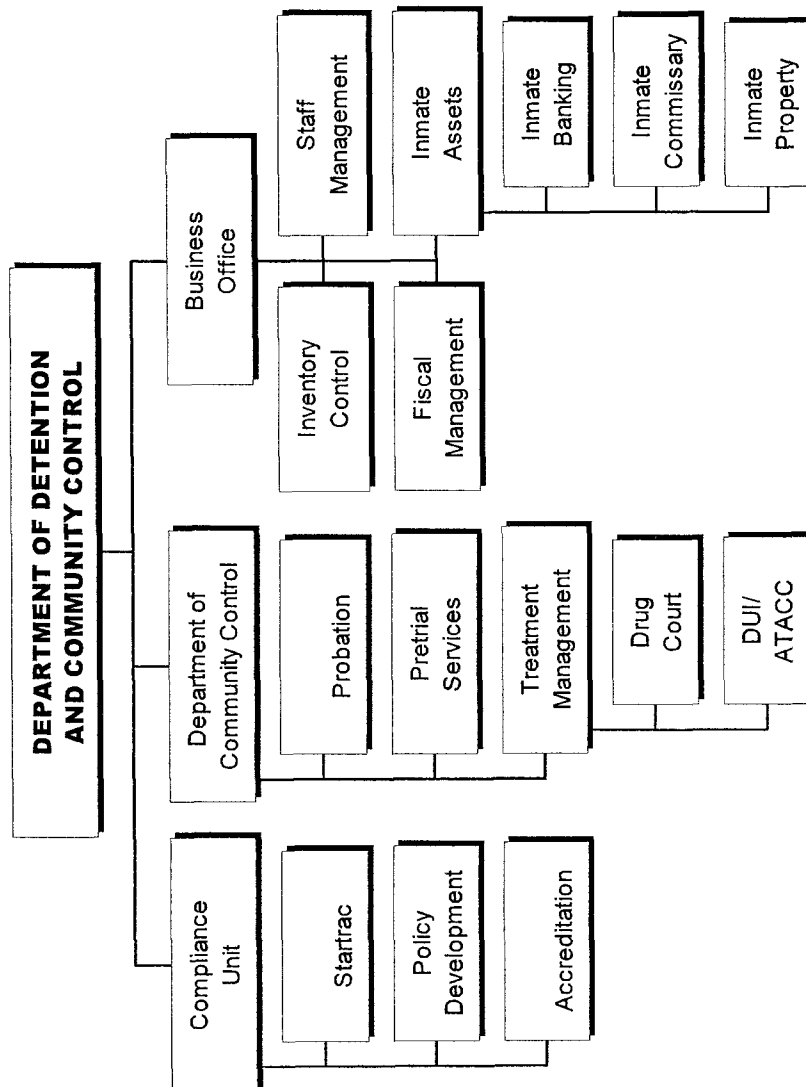


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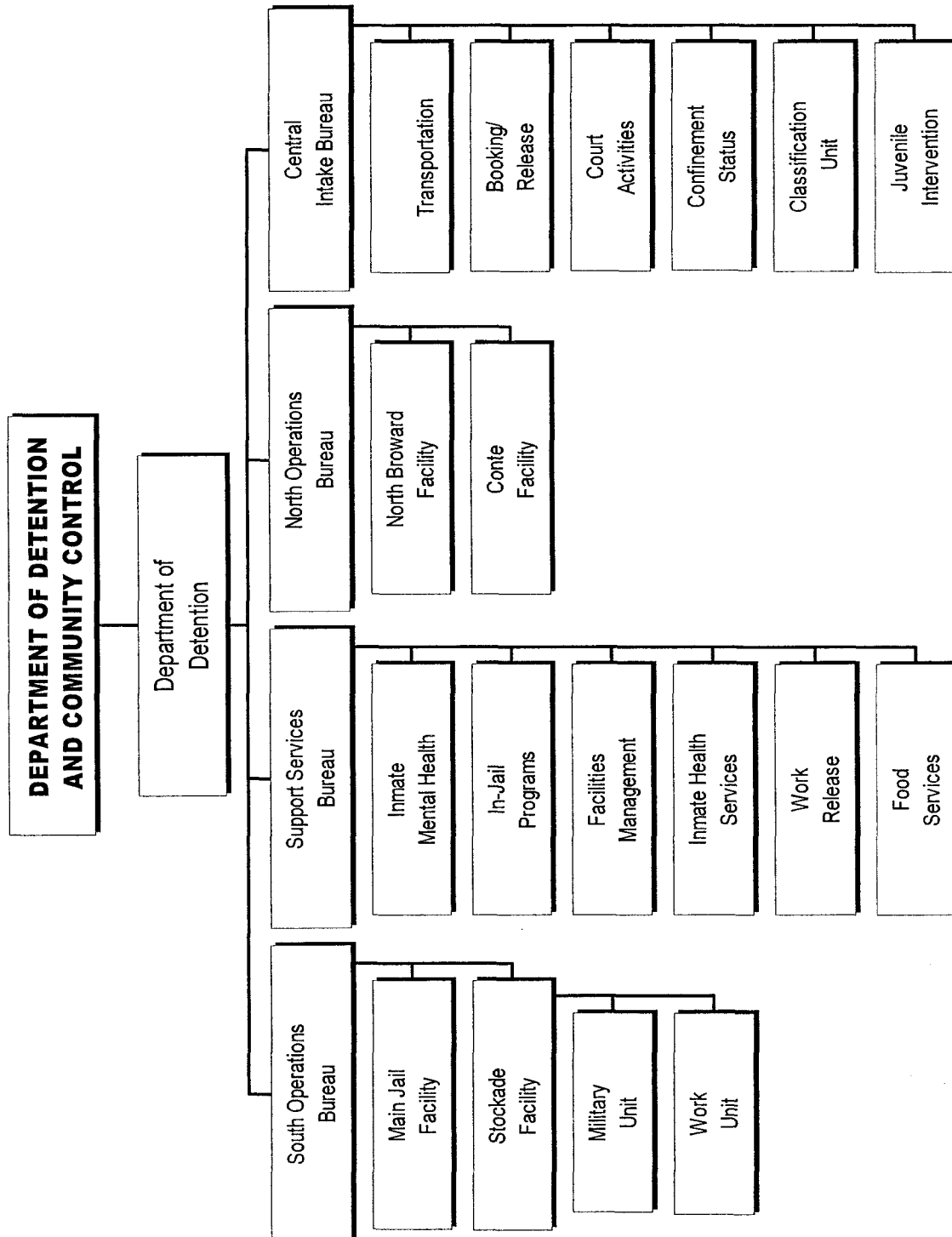


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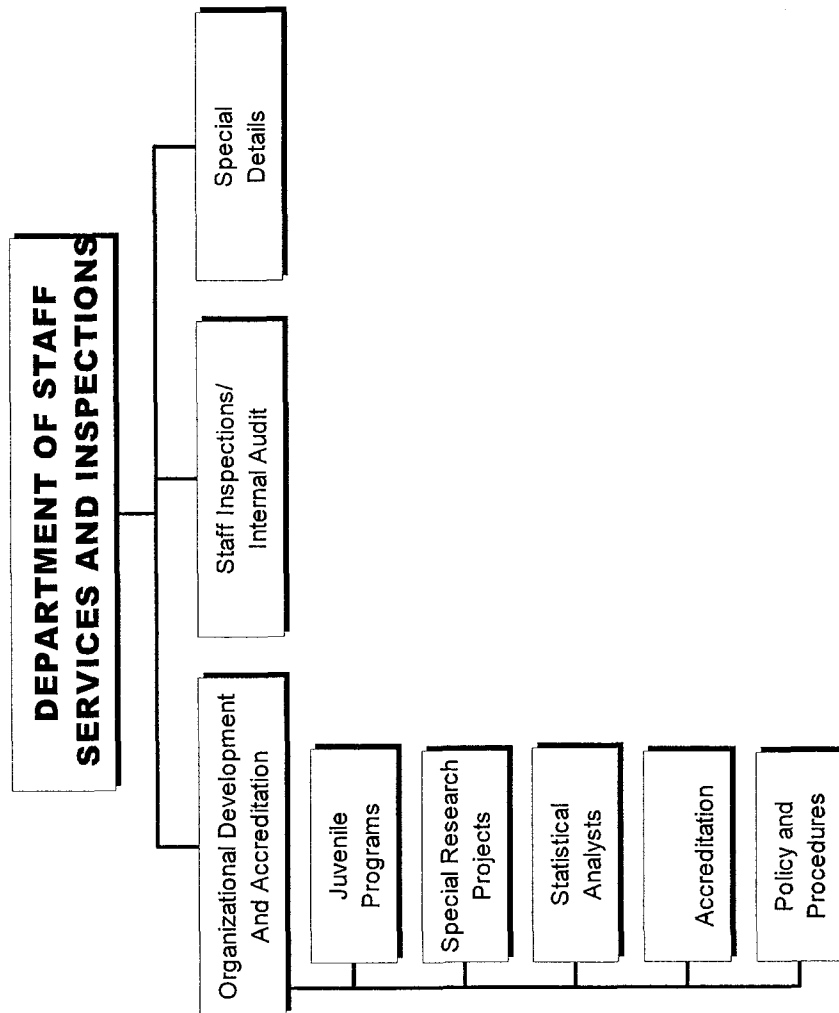


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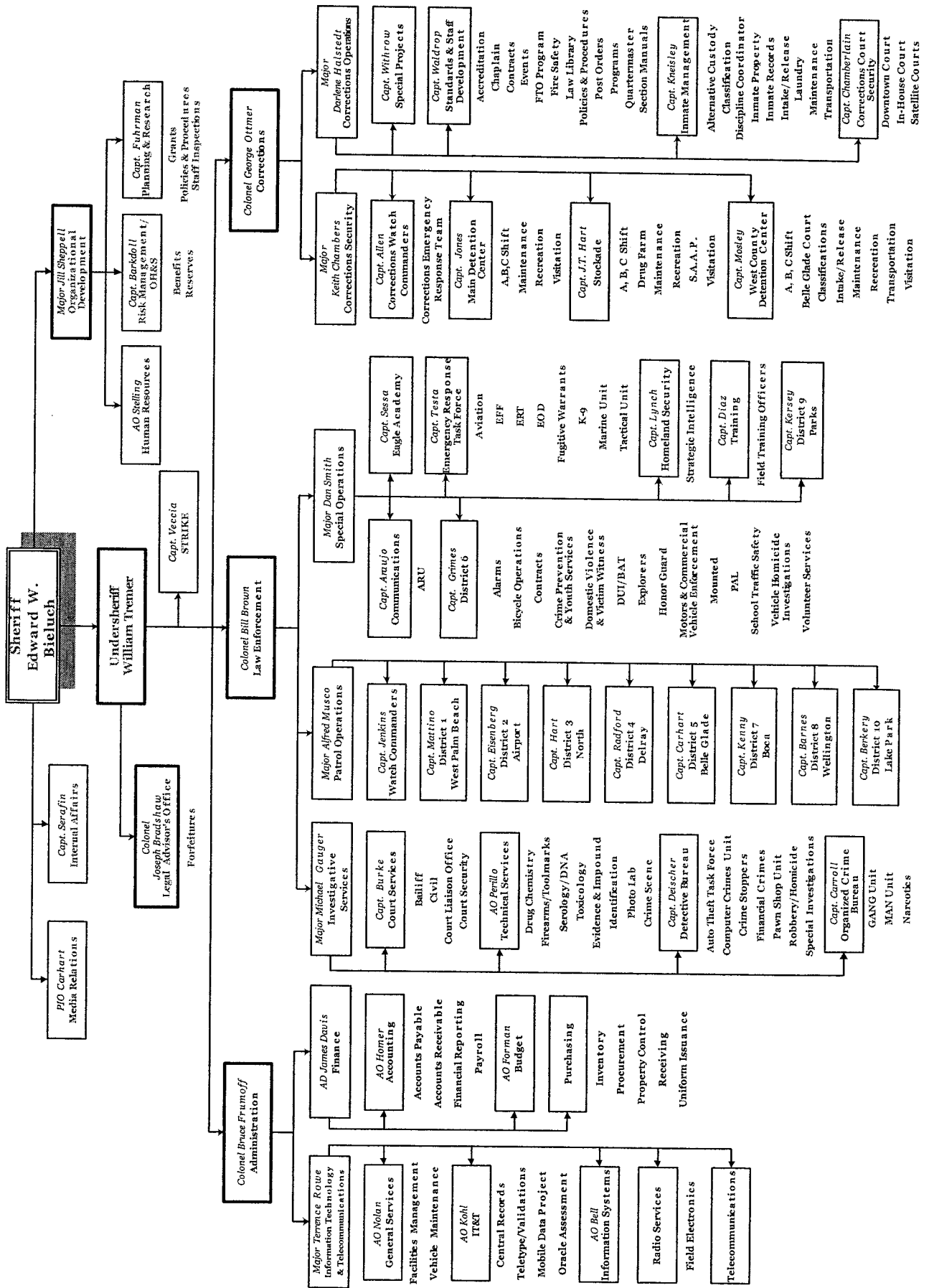


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Palm Beach County Sheriff's Office

5/19/2003




COMMISSIONER JOE A. MARTINEZ

DISTRICT 11



Memorandum

To: County Manager Steve Shiver
From: Commissioner Joe A. Martinez 
Date: May 29, 2003
Re: Miami-Dade Corrections and Rehabilitation Department

In an effort to continue my initiative to streamline county government and operate in a fiscally prudent manner, I request that you provide the information listed below in the form of a report at the next Public Safety Meeting scheduled for June 10, 2003.

I would like for you to prepare a detailed report that depicts a consolidation of divisions/back office administrative functions such as Internal Affairs/PCB, Human Resources/Personnel, Risk Management, etc.

Due to current year budget shortfalls, I would further ask that you provide a detailed Table of Organization consolidating said functions within both departments and demonstrate what the savings would be, if any. In preparing this report, please make sure that an extensive comparison is done that depicts how other counties throughout the state function and their respective Table of Organizations with full consolidation.

If you should have any questions please call my Chief of Staff, Javier I. Marques, at (305) 552-1155.

JM/jim

Cc: Honorable Mayor Alex Penelas
Honorable Chairperson and Members of The Board of County Commissioners
Alicia Cuervo-Schreiber, Assistant County Manager